

Communications - future
Leadership Paper

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COMMUNICATIONS

FUTURE LEADERSHIP

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I. Purpose

To inventory present and forecast future position qualification requirements of OC; from this forecast develop recruitment, replacement, educational, and training needs for the next ten years so as to assure the advancement of the most promising personnel of the Office to its management and executive positions.

This paper does not cover OC administrative, clerical nor other non-technical careerists within the OC structure.

II. Assumptions

a. There will continue to be scientific advancements in the fields of communications and electronics, probably on an accelerating basis, in the next few years.

b. A future prerequisite for the middle and senior level officer positions of the Office of Communications will be greater technical background and experience.

c. Any program concerning future leadership within the Office of Communications should accent promotion from within with the concomitant requirement on the part of the Office to provide a career assignment, development and training program which will equip personnel to advance within the system.

d. Recruitment of junior personnel must recognize the future technical and managerial requirements of the Office if "promotion from within" is to be a valid management program.

III. Facts Bearing on the Problem

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b. Between 60-65 percent of the present OC positions are of a type requiring procedural proficiency gained only by experience and based upon technical skills not necessarily enhanced by academic education. In this category are clerks, radio operators, code clerks, and SP operators.

c. In an organization as large and involving so many diverse fields as OC, some specialization, even in senior positions, is normal. Therefore, not all of the middle and upper level graded positions will be true management positions.

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d. Adequate or even superior performance of an individual in a specialized job does not alone indicate top level management capability. It is difficult to make an effective generalist out of a dedicated specialist.

Agree
e. The completion of four years of formal technical education does not equip a person to handle all of the many types of operations and activities conducted by OC; neither does it assure that such a person has the potential to become a good manager.

Unnecessary detail
f. All personnel do not aspire to positions of increased responsibility.

true
g. A high rate of attrition is detrimental to the establishment and maintenance of an experienced, professional organization.

unusually
h. Not everyone has the natural aptitude or inherent capability to become technically trained.

i. OC has followed a progressive rotation plan for most of its middle and top level positions in order to develop its leadership and technical experience patterns in the management sector.

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j. The Office of Communications has [REDACTED] level positions in the 25X9 grades of GS-14 - GS-18 distributed as to functional category, location and age as reflected in Attachment B.

really?
k. Within the next 10 years we may anticipate the retirement of most of the current incumbents in the positions GS-14 - GS-18.

l. Attachment C lists references which were used in preparing this paper and which relate to the subject.

IV. Discussion

A. Personnel Input

1. General

Almost from its beginning, OC has practiced a policy of promotion from within. One result is that new personnel, almost without exception today enter at the bottom level of their particular functional speciality, whether CT/R, CT/C, ET, WET, or Engineer. It follows, therefore, that tomorrow's Office leaders are today's recruits. How well equipped our future managers will be to assume roles of leadership is then a function of what education, experience, motivation and potential they have upon EOD plus what contribution to these factors OC can provide in the course of developing their careers.

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2. CT/R, CT/C, ET, WET

The radio operator, code clerk and technician, "new recruit" has typically been a high school graduate who has satisfied his military service commitment. Since 1960 he has averaged 24.2 years of age at the time of EOD. OC has been fortunate thus far in generally having been able to recruit individuals who in the course of their military service were trained and in varying degrees, experienced in a communications/electronics specialty. It is worth noting that the degree of communications proficiency attained by an individual while in military service varies considerably. Also, the applicability of military training and experience to CIA Communications functions varies. For example, manual CW operations (required by OC) have been steadily decreasing in the military. One result is that our current CT/R basic class reflects a high percentage of men who were trained and experienced by the military in receiving (COMINT) only. The increasing complexity of and reliance on electronics in the military is reflected in the fact that many of our ET recruits have had fire control, radar, navigation, or guidance electronics training and experience on a specialized basis rather than general communications electronics. Also, the degree of proficiency attained varies between the services and as a function of the extent of training and experience attained while in military service.

Upon entering on duty, our new recruits, whether CT/R, CT/C, ET or WET, are subjected to a basic CIA oriented, training course of several weeks' duration in the functional specialty for which they were recruited. At the end of this basic training course conducted by OC, the new recruit becomes a journeyman CT/R, CT/C, ET or WET and so begins his career in CIA Communications.

3. Special Programs

Personnel under the career cognizance of the Special Programs staff represent the most varied backgrounds in OC. This fact is explained by the diversity in position qualification requirements, involving, as they do, technical, analytical, linguistic and collection functions. SP tends to be a component which emphasizes the role of the specialist. People assigned to SPS reflect backgrounds in every one of OC's functional fields in addition to Linguists who have been detailed to OC by other Offices (e.g., FDD/OCR). In point of fact, however, the majority of the current SP positions are COMINT

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C. Training Trends

Training sponsored by OC may be categorized as follows: (1) internal OC, (2) OTR internal, (3) external academic or specialized, (4) external government, including the military schools, and (5) correspondence. Let's review our training by these categories and attempt to develop patterns or trends which relate to the purpose of this paper.

1. OC Internal Training

As reflected under Personnel Input, new EOD's are given basic training in their functional specialty prior to initial assignment. This basic training is almost universally required. This has been true since the beginning of OC. While the OC Communications Course Catalog lists a number of additional resident training courses available, the fact is that internal training, beyond the basic specialty course, is not nearly as widespread in application. Additional training is given (a) when time permits before or between assignments, (b) when an assignment requires such specialized or advanced training, (c) when time and scheduling permit, and (d) due to demonstrated lack of competence or failure of an assessment examination by the individual. These statements apply to cross-specialty training as well as to more intensive or advanced training in a given specialty. Thus, while all new EOD OC personnel are basically trained in their communications specialty, the record of training beyond basic is generally inconsistent and "spotty." RAD103, the former "one-man" station exercise, is considered to be an extension of basic CT/R training rather than advanced or specialized training. Special note should, however, be made of the commendable effort by OC-E to cross-train WET's as basic ET's in recent months. Also, OC-E has made a real effort to assign its technicians, both ET and WET, to specialized and cross-training courses as time and assignment requirements have permitted. OC-E, more than other components, first feels the effects of the dynamics of increasing technical complexity, and it is not surprising that their personnel lead the other functional specialties in advanced and specialized training. We should not forget, however, that OC-E has proportionately more people assigned to the Washington area (where they are at least physically available for training) than the other staffs.

2. Internal OTR Training

OC training statistics, FY-65, (Attachment D) reflect limited participation in a wide range of courses available under this heading. An

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emphasis, both Agency and OC, on supervision and management training is reflected by the statistics. Such related subjects as effective speaking and writing workshop, are included under management training. The number of personnel (15) in language training is interesting but not conclusive except in the case of four SP people in full-time language training. Considering the rotational turnover in instructor positions, it is not too surprising that 19 people received a one-week course in instructor training. OC's participation in the new Agency Mid-Career Course is reflected in the five people who completed that 6-week program. Particular note should be made of the four OS officers, who, while assigned to Washington area positions, were enrolled in the Operations Familiarization

oriented functional courses. It is noteworthy, however, that SPS had three officers enrolled in the Clandestine Scientific and Technical Ops Course. The general conclusion under this category of training is, like advanced or specialized OC internal training, that OC does not have a career program involving OTR internal training.

3. External Academic or Specialized Training.

This category encompasses a potpourri of training, involving specialized technical training conducted by manufacturers, advanced training sponsored by other Government elements, and academic/specialized job-related courses in commercial educational institutions. Training on a given manufacturer's product which OC uses or will use is both logical and worthwhile. Such training is widespread and has been increasing over the years--another example of the expanding complexity and diversification of equipment in use by OC. This trend, which should continue, will require increased budgetary provisions (travel and per diem are usually involved in addition to basic course expenses) as well as programmed time being made available for participation on the future.

Here, as under other headings, we see an emphasis on management training. As reflected in the Department of Agriculture program, Brookings Institute, University of Wisconsin and the Civil Service Commission's course in financial management.

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4. External Government Training

External academic training sponsored by OC is, of course, subject to the general approval criteria of the Government and the Agency. OC has taken a liberal view in applying such criteria and has sponsored personnel for mathematics, science, and engineering training at all levels. Capitol Institute of Technology (old CREI) and local university courses are reasonably well subscribed. Additionally, OC has assisted its established career officers to complete their baccalaureate requirements in those cases where such officers already possess two or more years of college credit.

External training also covers senior officer training at the Armed Forces Staff College, War Colleges, and the Interdepartmental Seminars. OC has been a major Agency subscriber to the Armed Forces Staff College program for some years, and two graduates are now supergraded. OC has also endorsed the National War College Program.

5. Correspondence Training

In an overseas oriented organization which has been consistently taxed to fulfill its day-to-day staffing requirements, it follows that heavy accent is placed on correspondence training. The Basic RCA, ASA Extension, CREI, Philco and Motorola courses have been widely used through the years. In FY-65 OC had one man complete the CREI course while 17 enrolled. There were 41 RCA course completions to 122 enrollments and 106 completed ASA courses against 135 enrollments. These are all technical communications courses. Recently OC added two supervision courses to the correspondence program, the Department of Agriculture course and the CREI Leadership Course. Both appear to be excellent courses and may well provide an answer to the oft heard (in the field) query, "What can I do to learn to be a supervisor?".

6. Career Rotational Training

As we stated at the outset, the OC executive of tomorrow will be a product of what the person possesses at EOD plus what training, experience and conditioning that person receives in the course of his career. Training while in service is therefore an important factor in the development of tomorrow's OC managers. One element of training for which statistics are really not available but which is, perhaps, our most important element is that of on-the-job training.

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OC operating personnel do, indeed, learn and grow by doing the job themselves. The degree of supervision, however, varies widely with the circumstances of a given assignment. As regards assignments, the Office has followed a policy of rotation on the basis of career development for many years. Such career development rotations involve assignments which develop experience in different facets and at ascending levels within a given Commo specialty. At higher levels in the course of career development, assignments are also made within different OC career specialties for the purpose of broadening the experience and knowledge base of senior OC careerists. As OC has grown, so has its leadership. The dynamics of growth and the increasing diversity of function have been met by Commo through the years. Career rotational assignments and the training and experience which have resulted represents a key element under the "training" caption. Such rotations must continue to make their contribution if the Office is to prepare its leadership in the years ahead. This warning is sounded because one notes an increasing tendency for longer duty tours in a given job, a tendency to remain in one career field and, indeed, to specialize to the detriment of broadening. Our present career service panel system tends to result in there being six separate career services (SORP is, of course, Office-wide). This is not to argue that some specialization is not appropriate, but rather to remind all that our potential leaders must continue to gain diversified training and experience through career rotational assignments. Further, it follows that the Office will be a more collegial "team" if we keep selected personnel moving between and among career areas, at home and abroad.

D. Tomorrow's Leaders - the problem

OC has been fortunate in the availability of executive leadership thus far. Ours is a new Organization which has grown dynamically within a new Agency; an Agency chartered to perform in a new (to the U.S.) field. Our initial leadership has been based on World War trained and experienced officers. The dedication and "can do" attitude induced by the war was carried over and on into the Cold War. In recent years we have seen the rise of a follow-on group of leaders who have been recognized and promoted through the competitive evaluation and selection process.

This system, like any system, is not infallible. As the Office rapidly expanded, some were perhaps promoted too quickly and others were promoted more on the basis of availability and a lack of competition at points in time. But, by and large, it has been an effective system.

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Discussion [OC has now come of age. As Mr. Kirkpatrick is alleged to have remarked recently, "while we are still young, we are fully grown and know what we want." If we subscribe to this thesis, as most of us do, the problem before us is then one of how do we get what we want. Specifically, and in the context of this paper, how do we assure that the Office of Communications has available the best possible qualified leadership in the future. Some may hold that we are in excellent condition and that the OC policy of competitive promotion from the bottom up is alone sufficient to assure us of first rate leadership in the years to come. Should we place sole reliance on this basic and continuing policy? Will these first rate leaders also be technically qualified? Others argue that we should look to the Agency Career Trainee Program or perhaps start a Junior Officer Training program of our own in order to be assured that OC will have qualified executives in the future. No one subscribes to bringing "on board" at executive levels officers experienced in other organizations at this time.

Almost all of us agree that Communications will become more technically complex in the future and that we shall need more and better qualified engineers in proportion to other OC officers. On the other hand, a crackerjack engineer is not necessarily a first class executive. Should OC's future leadership be based on graduate engineers? Is there, in fact, one approach to the problem, one pat solution? I doubt it. In the first place we have proven in practice that the competitive evaluation - promotion system is sound. As long as we recruit sufficient qualified people who possess the innate qualities of executive leadership, recognize, and develop them, we should have no dearth of leaders in the future. It is self-evident that personnel input must be a continuing function so as to maintain a viable replacement upward situation through the years. Communications today has a disproportionate number of officers in their forties and is faced with the possibility of a major turnover in the managerial positions encumbered by these officers should these people, due to concurrent eligibility, retire at about the same time. In the long term OC should obviously avoid this situation and can do so by regularizing personnel input vs output over the years. In assuring a steady, continuing stream of selected recruits, OC should take what action is practical to also assure that the "unusual" men, the potential leaders of tomorrow, EOD on that same continuing basis. All this is well and good, you say, but how do we recruit, retain and develop the right people to assure that Communications has first rate executives in the future? In addition to developing executive leadership how do we assure that tomorrow's managers will be technically qualified?

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OC has not followed a program of establishing and enforcing a system of detailed job criteria (requirements and prerequisites) on an ascending grade basis. While it is true that we have had assessment exams for CT/Rs for some years they are not applied to Panel T assignees beyond GS-9. Recently OC-E has begun to assess ETs and have been rather amazed at some of the results! SP does ~~not~~ subject its personnel to assessment examinations at all. The extreme in this job requirements and examination to provide competence approach is probably the U.S. Navy. It can be validly argued that OC cannot be directly compared with the Navy and yet there are sufficient common denominators to cause this writer to pause in rejecting the Navy system. It would seem that we should have job criteria requirements catalogued and we should be assured that assignees technically meet such criteria at all working levels. The assessment exam, where applied, is, after all, much like the Navy's exam given to strikers for the next higher rate. By applying such techniques much of the "grousing" over promotions going to "undeserving" people might be substantively minimized.

The question of language proficiency as a requirement in OC occasionally arises. We have generally responded that, aside from a few training positions and specialized SP jobs, OC doesn't require language proficiency. We encourage, as all overseas components of our government should, the development of a working knowledge of one or more of the world's recognized languages. To attain a real proficiency in an exotic language almost implies specialization as to type of assignment and location. This can easily shortstop career development. The present procedure of having language specialists detailed to SP positions in order to cover the rare languages has been demonstrated to be effective - both for OC and for the linguist (who might otherwise not have an opportunity to apply his linguistic talent in the field). These arrangements should continue. On the other hand, OC should have available within its own resources a ready supply of talent in Russian, German, French and Spanish. To a lesser extent, Portuguese and Arabic are important. We are, however, communicators first.

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SECRET**F. Recommendations****1. Engineering Co-op Program**

✓ Continue and expand if possible the co-op program for student engineers. This can well be a major source of OC leadership in the future since all indications to date are that these student engineers overwhelmingly indicate a desire to make a career in OC.

Equal to major

2. OC Career Training Program

It is recommended that a career trainee program be established and maintained by OC. Three or four young engineers (GS-11) per annum should enter the program for a three year period. These Panel N trainees must be selected and recommended by their supervisors and have indicated their desire to participate in the program. OTR assessment tests might be applied in the selection process. The first year would be spent in formal training (Ops Familiarization plus other selected OTR courses, augmented with OC training which should emphasize OJT and rotational assignments among the headquarters staffs. At the conclusion of this first year of headquarters training the OC Career Trainee will be sent to an Active area for a two year tour. During the tour the trainee under the direction of the Area Chief, will be deliberately assigned duties and training of a broadening and cross-specialty nature. At the conclusion of the three year training period these Junior officers will be assigned to a regular T/O Career Specialty position on the basis of preference. At this juncture they "graduate" from the program.

3. OS College Graduate Program

✓ This program should be continued and individuals under it monitored during their first five years. These non-technical baccalaureate degree holders will probably not up-grade the technical quality of the Office, but should up-grade our representational and liaison image generally. We may anticipate a number of general communications officer supervisors and managers in the years to come from this input group.

4. Basic Specialty Training Phase

The technical content and time allotted to the basic specialty training phase of OC is subject to continuing review and change as appropriate. We do a good job of this. On the other hand, the new employee's realization of his place in the government, in CIA and in OC deserves attention.

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NO
must (a) be recommended by supervisors and (b) successfully pass both WET and ET assessment examinations and have demonstrated a proficiency in both electronic and wire equipment maintenance.

9. Recruitment of Engineers and Technicians

Panel N suffers more than any other Panel in terms of recruitment, (turnover) and T/O lapses. Particular emphasis must be given to recruiting engineers and technicians on a continuing basis. The OC Career Trainee and Senior Maintenance Technicians which have been recommended in this paper plus sponsored external training should reduce the Panel N losses due to transfer or resignation.

10. Blockage at Mid-levels in Panel N by Designated Engineers

A developing problem in (Engineering) positions at the middle levels is that of slots encumbered by "designated" engineers who have been overtaken in a professional sense by younger college trained engineers. OC should encourage early retirement in the case of some of these individuals.

11. Graduate Level Engineering Training

✓ Rapid and dynamic changes in the technology upon which our communications system is based requires that we sponsor selected engineers for specialized graduate courses of an advanced nature. Additionally, it should be our goal to have one or two doctorates in science in OC, obtained on a career basis and sponsored by the Agency. Obviously, candidates must be carefully selected and detached for training on a career program basis.

12. Graduate level Training - General

The new University of Oklahoma program for baccalaureate degree holders working in government service appears most promising. Interested and deserving OC bachelor degree holders can and should be sponsored for this program in government - especially in the foreign affairs field. The Oklahoma program involves minimal time away from the job in terms of on-campus work and thus is admirably suited to OC's requirements. Again, this in-service program would broaden OC's representational base and serve as a career inducement.

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13. Undergraduate Sponsorship

✓ OC has followed a liberal policy in sponsoring careerists for college courses. The basic government requirement is that such courses are job-related and that the sponsorship is not for attaining a degree, per se. It is recommended that such liberal sponsorship continue. We should particularly encourage careerists who have completed two or more years of college to complete their degree requirements. Majors in government, political science, language, administration are all government related and thus afford prospective students considerable latitude in course selection.

14. Mid-Career Course Sponsorship

✓ It is recommended that only those careerists placing in the upper third of their CEL's be sponsored for this Agency program. Selectees should be selected and programmed for attendance in this course on a career program basis - not simply on an availability basis.

15. Senior External Training

OC senior careerists should continue to be sponsored for the senior military schools, Harvard Management, etc. Our record thus far under this heading has been fairly good but statistically, since we represent more than ten percent of the Agency it can and should be improved in the future.

16. Assessment Examinations

no pertinent
✓ The principle of assessment examinations should be applied to all career specialties at the non-executive level. It is recommended that the Navy method, modified as appropriate, be adapted by OC and applied to insure that technical proficiency standards are satisfied by technical specialty and in the degree commensurate with the grade of a given job. In this context, the technical requirements and standards of each job should be reviewed on a continuing basis. It follows that the assessment exam should measure competence and knowledge against these job requirements. What was required five years ago does not necessarily hold today.

17. Job Mobility

As pointed out under the discussion portion of this paper, there has been an increasing tendency for longer tours, specialization within a specialty and a general decrease in the cross fertilization by specialty

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which characterized OC a few years ago. Advancement possibilities vary by career panel and at points in time. It is our duty to assure that the best people reach the top regardless of career panel sponsorship. This is a continuing study in itself. SP, particularly, should be monitored so as to assure movement in - and out amongst the other Panels of OC. It is recommended that an on-going monitor of cross-panel assignments be conducted by the Executive Officer and that greater assignment movement between career Panels be effected.

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Attachments:
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